98TH CONGRESS } HOUSE OF REPRESENTATIVES { REPORT
1st Session } { No. 98–1

PROVIDING FOR THE ESTABLISHMENT OF A SELECT COMMITTEE ON CHILDREN, YOUTH, AND FAMILIES

FEBRUARY 1, 1983.—Referred to the House Calendar and ordered to be printed

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Mr. HALL of Ohio, from the Committee on Rules submitted the following

REPORT

[To accompany H. Res. 16]

The Committee on Rules, having had under consideration House Resolution 16, reports the same to the House with the recommendation that the resolution do pass.

BACKGROUND AND LEGISLATIVE HISTORY

House Resolution 16 authorizes the establishment of a temporary Select Committee on Children, Youth and Families which would have no legislative jurisdiction. This resolution is identical to House Resolution 421 adopted by the House by voice vote on September 29, 1982 (97th Congress, House Report 97–847). However, due to the time constraints of the lame duck session of Congress, no members were appointed to the Select Committee and no funds were authorized for its activities. The authority granted by House Resolution 421 expired at the end of the 97th Congress. House Resolution 16 provides the mandate for creation of the Select Committee on Children, Youth and Families for the 98th Congress.

Children and their families are the primary beneficiaries of many of the Federal social programs such as Title I fuel assistance, public housing, food stamps and AFDC. Children compromise over 70 percent of the AFDC beneficiaries and over 50 percent of the food stamp recipients. The current necessity of fiscal restraint has forced streamlining of some of these programs without an adequate comprehensive reevaluation of the Federal policies and their impact on this constituency. The creation of this Select Committee will provide a forum for public and private sector coordination and evaluation of programs and policies which will better serve this group.

The resolution authorizes the Select Committee to study the use of all practicable means and methods of encouraging the development of public and private organizations and policies which will assist Amer-

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ican children and youth in taking a full part in national life and becoming productive citizens. The Select Committee is authorized to conduct a continuing comprehensive study and review of problems of children, youth and families, including but not limited to income maintenance, health (including medical and child development health), nutrition, education, welfare, employment and recreation. The primary purposes for establishing the Select Committee are to provide the Congress with a mechanism to assure accountability, reduce overlap among existing programs and policies affecting children and their families, and provide a comprehensive approach to addressing the problems of this constituency.

There is currently no single Federal or State agency or congressional committee which focuses on the diverse and complex problems of this vulnerable segment of our society. The resolution authorizes the Select Committee to develop policies that would encourage the coordination of both governmental and private programs designed to address the problems of childhood and adolescence. Jurisdiction over issues relating to children, youth and families is shared by at least thirteen of the twenty-two House standing committees and numerous subcommittees. The following compilation highlights issues affecting this population which are considered by the various Housing standing committees:

Agriculture—food stamps, nutrition, consumer programs.

Armed Services—medical care and human relations for military personnel and their families, Selective Service.

Banking, Finance and Urban Affairs—housing, regulation of the housing industry (including landlord-tenant relations); community development and planning.

District of Columbia—all matters pertaining to children, youth and families residing in the District of Columbia.

Education and Labor—elementary, secondary and vocational education, child nutrition; youth employment and training; child labor; equal employment opportunities; youth camp safety; juvenile justice, runaway youth; early childhood services; education of the handicapped; child abuse; child adoption; alcohol and drug abuse education; volunteer programs.

Energy and Commerce—maternal and child health; consumer product safety; mental health; alcohol and drug abuse treatment; mental retardation; environmental health.

Foreign Affairs—international education; children of overseas foreign service officers and military; refugee children.

Interior and Insular Affairs—national parks and outdoor recreation; all matters pertaining to Indian children; all matters pertaining to children residing in American territories.

Judiciary—immigration, refugees, juvenile courts, civil rights, crime.

Post Office and Civil Service—health benefits for Federal employees; alternative work schedules; census.

Public Works and Transportation—surface transportation; urban and mass transportation.

Science and Technology—environmental health, safety; biomedical and pharmaceutical activities of Executive departments and agencies; science education; R&D involving governmental health, biomedical, nutritional and handicapped programs.

Ways and Means—disability insurance; health care and delivery systems, including Medicaid; public assistance, including welfare reform, supplemental security income, aid to families with dependent children, social services, child support, foster care, eligibility of welfare recipients for food stamps; unemployment compensation; tax credits for child care and jobs for targeted youth; tax exemptions for charitable organizations.

The Committees on Appropriations, Budget and Government Operations have jurisdictions which are generally applicable to the issues and programs affecting children, youth and families.

Under the current committee system the House lacks the capacity to conduct comprehensive oversight affecting our Nation's children, youth and families. One of the primary reasons for establishment of the select committee is to coordinate efforts to address these issues. Congress needs a tool to aid its careful review of current programs and policies affecting children, and to coordinate the development of the necessary strategies for assuring that children have the opportunities to become productive citizens. In these efforts, Congress also needs to draw upon the diverse experiences of both voluntary and private agencies which have been providing services to children and families for many years.

During the 97th Congress, nearly 150 national and state organizations have endorsed this proposal. The endorsing groups represent professionals and constituencies involved in law enforcement, health, medicine, education, child welfare, family planning, civil rights, disabled Americans, parent and child advocacy, religious groups, nutrition and state and local government. The following is a partial compilation of the organizations which have endorsed this proposal to create a select committee on children, youth and families:

LIST OF SUPPORTERS FOR H. RES. 421, PROPOSAL TO CREATE SELECT COMMITTEE ON CHILDREN, YOUTH AND FAMILIES

1. Advocates for Children of New York.
2. American Academy of Child Psychiatry.
3. American Academy of Pediatrics.
4. American Association for Marriage and Family Therapy.
5. American Association of Psychiatric Services for Children.
6. American Association of School Administrators.
7. American Bar Association.
8. American Camping Association.
9. American Citizens Concerned for Life, Inc.
10. American Coalition of Citizens with Disabilities.
11. American Council of the Blind.
12. American Education Research Association.
13. American Federation of State, County and Municipal Employees.
14. American Federation of Teachers.
15. American Foundation for the Blind.
16. American Home Economics Association.
17. American Humane Association.
18. American Orthopsychiatric Association.
19. American Psychiatric Association.

20. American Psychological Association.
21. American Public Health Association.
22. American School Food Service Association.
23. American Society for Training and Development.
24. American Vocational Association.
25. Association for the Advancement of Psychology.
26. Association for Children of New Jersey.
27. Association of Junior Leagues, Inc.
28. Association of Retarded Citizens.
29. Bay Area Child Care Law Project.
30. Boys Clubs of America.
31. Bread for the World.
32. California Association of Children's Hospitals.
33. The California Children's Lobby.
34. Camp Fire Incorporated.
35. Candlelighters Foundation.
36. Center for Public Advocacy Research.
37. Children's Defense Fund.
38. Children's Foundation.
39. Children's Hospital National Medical Center, Child Protection Unit.
40. Children's Rights, Inc.
41. Child Welfare League of America.
42. Citizens' Committee for Children of New York, Inc.
43. Colorado Child Care Coalition.
44. Contra Costa (California) Children's Council.
45. Convention II Inc.
46. Corporate Child Development Fund for Texas.
47. Council for Exceptional Children.
48. Council of Great City Schools.
49. Council of Jewish Federations.
50. Covenant House.
51. Day Care Council of America.
52. D.C. Action for Foster Children.
53. Down's Syndrome Congress.
54. The Episcopal Church, Committee on Families.
55. The Episcopal Church, Office of Social Ministries.
56. Family Impact Seminar.
57. Family Resource Coalition.
58. Family Service Association of America.
59. Food Research and Action Center.
60. Friends Committee on National Legislation.
61. Gerber Products Company.
62. Girls Clubs of America.
63. Governor's Advisory Committee on Child Development Programs (California).
64. High/Scope Educational Research Foundation.
65. Industrial Union Department, AFL–CIO.
66. Interreligious Task Force on U.S. Food Policy.
67. Jewish Child Care Association of New York.
68. Juvenile Justice Center of Pennsylvania.
69. Lutheran Council in the USA, Office of Governmental Affairs.

70. March of Dimes.
71. Maryland Committee for Children, Inc.
72. Maryland Office for Children and Youth.
73. Mental Health Law Project.
74. Michigan Association for the Education of Young Children.
75. Michigan Association of Children's Agencies.
76. Michigan Federation of Private Child and Family Agencies.
77. NAACP Legal Defense and Educational Fund, Inc.
78. National Association for Child Care Management.
79. National Association for the Deaf.
80. National Association for the Education of Young Children.
81. National Association of Homes for Children.
82. National Association of Secondary School Principals.
83. National Association of Social Workers, Inc.
84. National Association of State Boards of Education.
85. National Association of State Mental Health Program Directors.
86. National Black Child Development Institute.
87. National Black Nurses Association.
88. National Center for Clinical Infant Programs.
89. National Center for Youth Law.
90. National Coalition of Advocates for Students.
91. National Coalition of ESEA Title I Parents.
92. National Coalition of Hispanic Mental Health and Human Services Organizations (COSSMHO).
93. National Committee for Adoption.
94. National Committee for Citizens in Education.
95. National Committee for Prevention of Child Abuse.
96. National Conference of Catholic Charities.
97. National Congress of Parents and Teachers.
98. National Consortium on Alternatives to Incarceration.
99. National Council of Catholic Women.
100. National Council of Churches, Child Advocacy Working Group.
101. National Council of Community Mental Health Centers, Inc.
102. National Council of Jewish Women.
103. National Council of Juvenile and Family Court Judges.
104. National Council of Negro Women.
105. National Council on Crime and Delinquency.
106. National Council on Family Relations.
107. National Easter Seal Society.
108. National Education Association.
109. National Exchange Club Foundation.
110. National Football League Players Association.
111. National Head Start Association.
112. National Mental Health Association.
113. National Milk Producers Federation.
114. National Network of Runaway Youth.
115. National Organizations Advisory Council for Children.
116. National PTA.
117. National Society for Children and Adults with Autism.
118. National Youth Work Alliance.
119. North American Council on Adoptable Children.

120. North Carolina Association for the Education of Young Children.
121. Ohio Association of Child Caring Agencies.
122. Orphan Foundation.
123. Parents Anonymous.
124. Parents United.
125. People for the American Way.
126. Philadelphia Child Guidance Clinic.
127. Reading is Fundamental, Inc.
128. The Salvation Army.
129. Save the Children.
130. SCAN America, Inc.
131. Society for Research in Child Development.
132. Southeastern Public Education Program.
133. Southern Association of Children Under Six.
134. Tennessee Children's Service Commission.
135. Today's Unified Nutrition Advocates.
136. Union of American Hebrew Congregations.
137. United Auto Workers.
138. United Church of Christ Commission for Racial Justice.
139. The United Presbyterian Church in the USA.
140. U.S. Catholic Conference.
141. U.S. Committee for UNICEF.
142. United States Conference of Mayors.
143. WAIF, Inc.
144. Wisconsin Council on Development Disabilities.

Since the passage of House Resolution 421 last year, over twenty-five additional organizations have endorsed this Select committee proposal.

During the 97th Congress the Committee on Rules also received letters of support for this proposal from representatives of many local organizations and numerous concerned citizens. The Select Committee would provide a forum for these groups to address their divergent concerns and opinions about policies affecting one third of our population.

SUMMARY AND PROVISIONS

House Resolution 16, as introduced by Representative George Miller on January 3, 1983, is identical to House Resolution 421 adopted by the House on September 29, 1982 and conforms to the language of the model resolution appearing in Guidelines for the Establishment of Select Committees", a subcommittee print approved by the Committee on Rules. The resolution proposes a Select Committee to be composed of no more than thirty members of the House to be appointed by the Speaker and one of whom the Speaker shall designate as chairman.

To assure that the Select Committee will operate under the same provisions which apply to all standing committees under clauses 1, 2, and 3 of House Rule XI relate to procedures for committees, adopclauses are made applicable to the Select Committee. Clauses 1, 2, and 3 of House Rule XI relates to procedures for committees, adoption of written rules, committee meetings, committee records, quorum requirements, travel limitations and broadcasting of committee hearings. By making these clauses applicable to the Select Committee it

is not necessary to delineate quorum requirements and subpoena power which would be granted under clause 2(m) of Rule XI. The Select Committee would not be exempt from sitting when the House is considering legislation for amendment under the five minute rule. The Select Committee would be permitted to sit and act in the United States and its territories, to hold hearings as it deemed necessary, whether the House is in session, has recessed, or has adjourned.

The resolution authorizes the Select Committee to incur expenses in connection with its duties, subject to the adoption of expense resolutions as required by clause 5 of Rule XI of the Rules of the House of Representatives. No funds for the activities of the Select Committee would be available except by House approval of a funding resolution reported by the Committee on House Administration. The resolution authorizes the Select Committee to appoint staff, consultants, and to utilize the services of staff of those committees of the House from which Members have been selected for membership.

The Select Committee is directed to report to the House as soon as practicable during the present Congress, the results of its investigation and study, together with such recommendations as it deems advisable. Any such report made when the House is not in session shall be filed with the Clerk of the House. Any report shall be referred to the committee or committees having jurisdiction over the subject matter thereof. Upon termination of the Select Committee the records, files and materials of the panel shall be transferred to the Clerk of the House.

A section-by-section analysis of the provisions of House Resolution 16 follow:

Preamble

The preamble of the resolution sets forth the congressional findings and justifications for establishing the select committee. The preamble cites the congressional finding that—

> Strong family relationships are crucial to the health and optimal development of children;
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> There are approximately sixty-four million children in the United States, and the number of children under age ten may increase by 20 per centum in the next decade;
>
> That decisions of the Federal Government involving education, employment, health and nutrition, law enforcement, or economic policy have a substantial effect upon the well-being of American children and their families; and
>
> A combination of governmental and private sector efforts are necessary to provide services and support for families and children.

Section 1. Establishment

Establishes the Select Committee on Children, Youth, and Families.

Section 2. Functions

Subsection (a) sets forth the functions of the select committee. The select committee would have no legislative jurisdiction but would have the authority—

To conduct a continuing comprehensive study and review of problems of children, youth, and families, including but not limited to in-

come maintenance, health (including medical and child development research), nutrition, education, welfare, employment, and recreation;

To study the use of practicable means and methods of encouraging the development of public and private programs and policies which will assist American children and youth in taking a full part in national life and becoming productive citizens; and

To develop policies that would encourage the coordination of both governmental and private programs designed to address the problems of childhood and adolescence.

Subsection (b) provides that the resolution shall not be construed to limit the legislative and oversight jurisdiction of any standing committees; this is clarifying language which emphasizes the primary responsibility of the standing committees of the House over the subject area to be addressed by the select committee.

Section 3. Appointment and membership

Subsection (a) provides that the select committee would be composed of no more than thirty Members of the House. The select committee would be appointed by the Speaker, as provided by clause 6(e) of rule X of the Rules of the House of Representatives. This subsection also provides that the Speaker shall designate one of the members as chairman.

Subsection (b) provides that for the purposes of appointing members to the select committee, the term "Members" shall include any representative in, or Delegate or Resident Commissioner to, the House of Representatives.

Section 4. Authority and procedures

Subsection (a) provides the customary authority to the select committee to sit, act, and hold hearings. The authority would be granted without regard to whether the House is in session, has adjourned, or has recessed, and without geographic limitation. This language is similar to that which applies to standing committees under clause 2(m)(1)(A) of rule XI of the Rules of the House of Representatives.

Subsection (b) provides that all provisions of clauses 1, 2, and 3 of rule XI of the Rules of the House shall be applicable to the select committee. These provisions relate to rules of procedures for committees, adoption of written rules, committee meetings, committee records, quorum requirements, travel limitations and broadcasting of committee hearings. Clause 2(m) of rule XI grants subpoena power to House committees and would be applicable to the select committee. By making clauses 1, 2, and 3 applicable to the select committee it is not necessary to delineate quorum requirements and subpoena power which would be granted under clause 2(m) of rule XI.

Subsection (c) makes it clear that nothing contained in subsection (a) shall be construed to limit the applicability of clause 2(i) of rule XI of the Rules of the House to the select committee. The select committee would be prohibited from sitting while the House is considering a measure for amendment under the five-minute rule. As is the practice with other standing committees of the House, the select committee may ask for permission by the House to sit during the five-minute rule on a case-by-case basis as necessary.

Section 5. Administratives provisions

Subsection (a) provides authority to the select committee to incur necessary expenses in connection with its duties under this resolution, subject to the adoption of expense resolutions as required by clause 5 of rule XI of the Rules of the House of Representatives. No funds for the activities of the select committee would be available except by a separate vote on a funding resolution reported by the Committee on House Administration.

Subsection (b) authorizes the select committee to appoint, either on a permanent basis or as experts or consultants, such staff as the select committee considers necessary. The select committee would be authorized to utilize the services of the staffs of those committees of the House from which Members have been selected for membership on the select committee. This provision allows the select committee to hire and terminate staff, prescribe their duties and set the rate of compensation not to exceed the highest rate of basic pay of Level V of the Executive Schedule in section 5316 of title 5, United States Code (currently limited to $57,500.00 per year). It would also allow the Members and staff to be reimbursed for travel expenses outside of the District of Columbia.

Section 6. Reports and records

This section directs the select committee to report to the House as soon as practicable during the present Congress, the results of its investigation and study, together with such recommendations as it deems advisable. The resolution stipulates that any report which is made when the House is not in session shall be filed with the Clerk of the House and any report shall be referred to the committee or committees having jurisdiction over the subject matter thereof. Upon completion of its work, the records, files and materials of the select committee shall be transferred to the Clerk of the House.

COMMITTEE ACTION

On February 1, 1982, the Committee on Rules, which has original jurisdiction over establishment of Select Committees, held a hearing on House Resolution 16. Testimony in support of the resolution was heard from Representatives George Miller of California, Barbara Mikulski of Maryland and Lindy Boggs of Louisiana. Testimony in support of the resolution was also submitted for the Record by Representative Dan Marriott. The committee was presented with a list of 224 cosponsors of House Resolution 16. On February 1, 1983, the Committee on Rules ordered House Resolution 16 reported without amendment by voice vote, a quorum being present.

STATEMENT UNDER CLAUSE 2(l)(3) OF RULE XI OF THE RULES OF THE HOUSE OF REPRESENTATIVES

A. Oversight Statement

The Committee made no special oversight findings on this resolution.

B. Budget statement

No budget statement is submitted.

C. Estimate of the Congressional Budget Office

No estimate or comparison was received from the Director of the Congressional Budget Office as referred to in subdivision (C) of clause 2(l)(3) of the House rule XI.

D. Oversight findings or recommendations of the Committee on Government Operations

No findings or recommendations of the Committee on Government Operations were received as referred to in subdivision (a) of clause 2(l)(3) of House rule XI.

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